

JUNE 2023

FOLKL



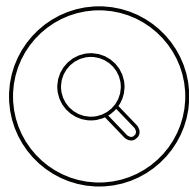
Napier City Council.

Carlyle Street – Streets for People.
Benchmark Evaluation Report 1.



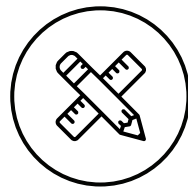
FOLKL: PROPRIETARY AND CONFIDENTIAL

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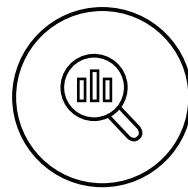
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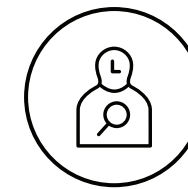
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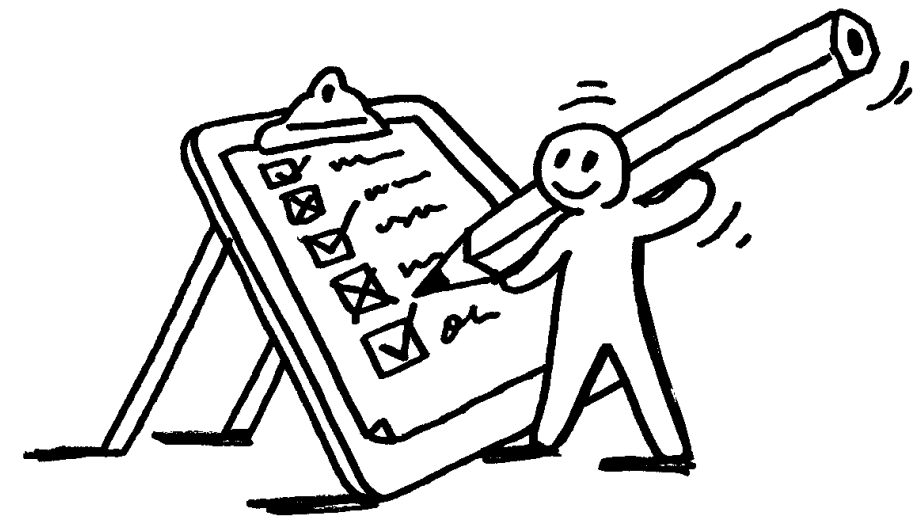
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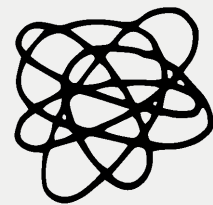
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Background and Research Objectives.

Napier City Council have been awarded support from the Waka Kotahi Streets for People (SfP) fund to make changes to the Carlyle/Thackeray corridor.

The Carlyle/Thackeray corridor has been identified as a critical missing link in Napier's active modes network. Research commissioned in 2021 revealed issues in the area, including speed, safety, and negative experiences in the wider urban environment. This report represents the first phase of the SfP reporting and in addition, outlines the desired changes that the community and stakeholders would like to see.



The key objectives of the first phase of the Carlyle SfP programme are:

1

Reduced motor vehicle speeds and volumes

2

Increased positive feeling of safety for all users including active modes

3

Increased positive perceptions of the urban environment

Once trial changes have commenced subsequent monitoring and evaluation will be scheduled.

Research Methodology.

FOLKL used a mixed-method approach to gain a deep understanding of community and stakeholder perceptions of the Carlyle/Thackeray corridor. Fieldwork was undertaken over a 4-month period, beginning in mid-February 2023 and ending in late May 2023.

All findings presented within this report are drawn from the research methods outlined on this page. In this report, people who participated in the research are referred to as 'participants' when findings are consistent across all methods.

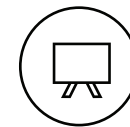


Participants provided informed consent for their involvement and all data was made anonymous prior to being analysed. All FOLKL research is conducted in accordance with the Research Association New Zealand Code of Practice.



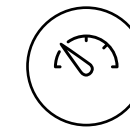
Survey

An online survey of the general public ran from February 20th to May 22nd and received 487 responses. The survey was hosted on Say It Napier and could be accessed via QR code display signage on Carlyle Street. It was promoted through Napier City Council social media channels. A tailored survey was completed by 8 students in a school workshop.



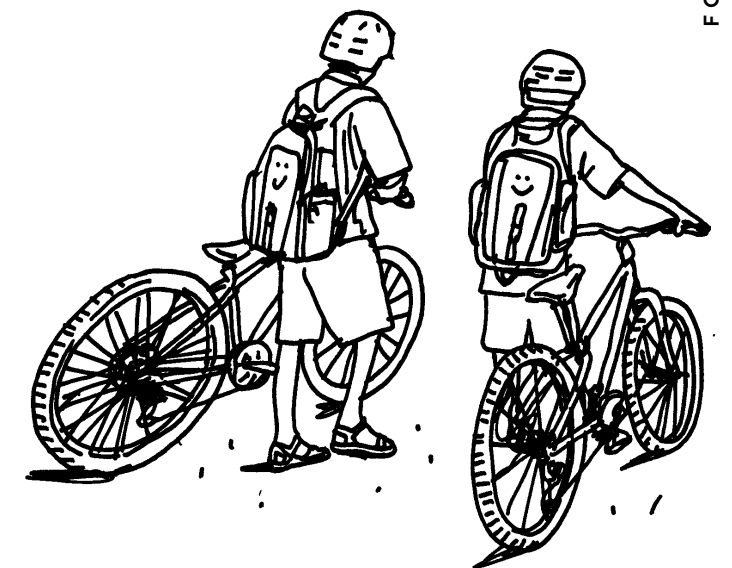
Workshops

Two stakeholder workshops (26 attendees) were held at FOLKL on May 11th and 12th. A school workshop (8 attendees) was held at Napier Intermediate on May 31st. The workshops were 1 hour long, and activities were designed to gain a deeper understanding of participant experiences in the area and generate ideas to make the area safer and more people-friendly. Stakeholder workshop participants were randomly selected from a database of people who indicated interest in attending, and targeted invitations were sent out where representation was lacking.



Speed data

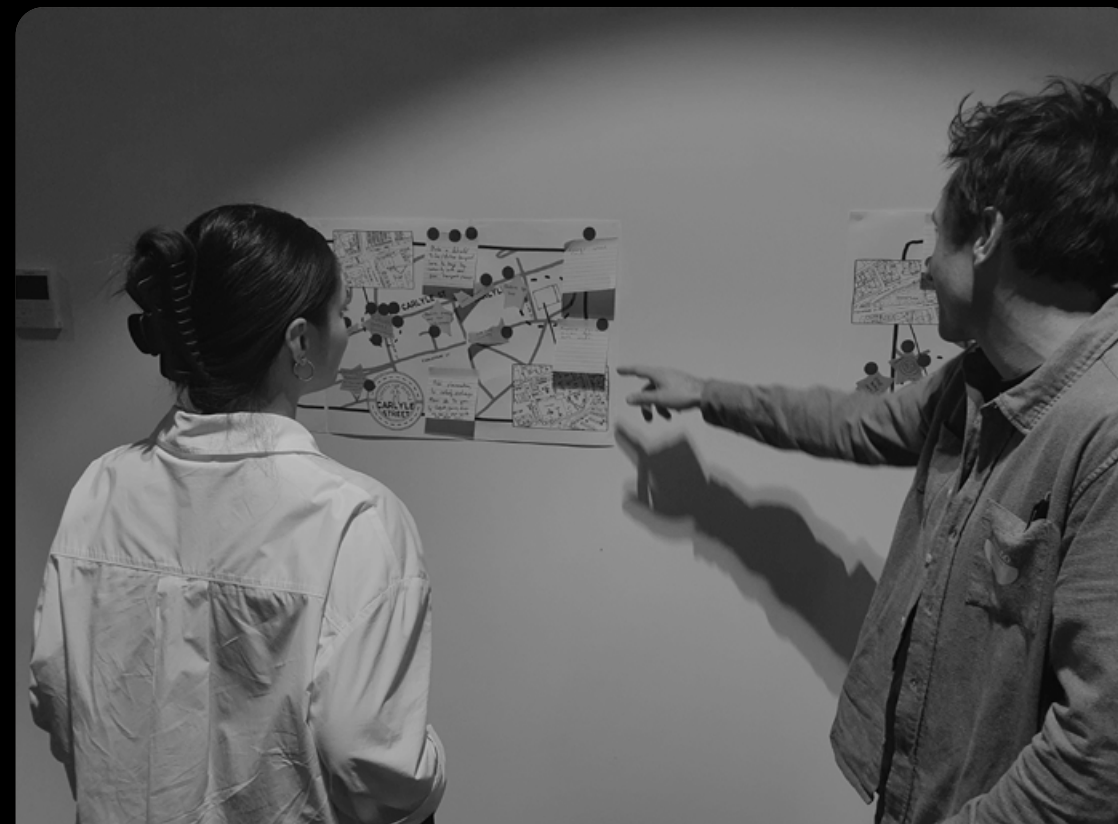
A sample of Tomtom data was used to obtain a benchmark speed measurement for Carlyle Street. The sample was based on eligible vehicle movements between June 2022 and June 2023.





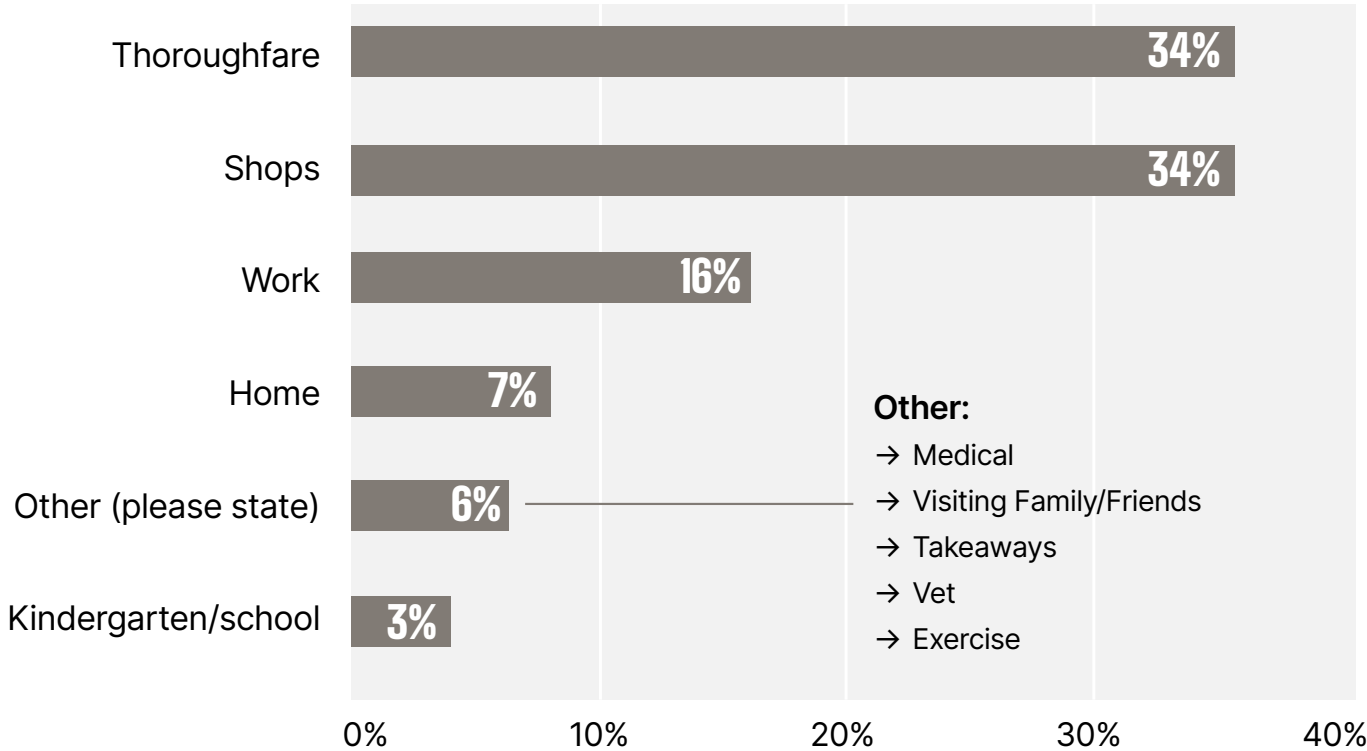
Findings. Use of Carlyle Street.

This section discusses the use, experiences and safety perceptions of Carlyle Street users and stakeholders.



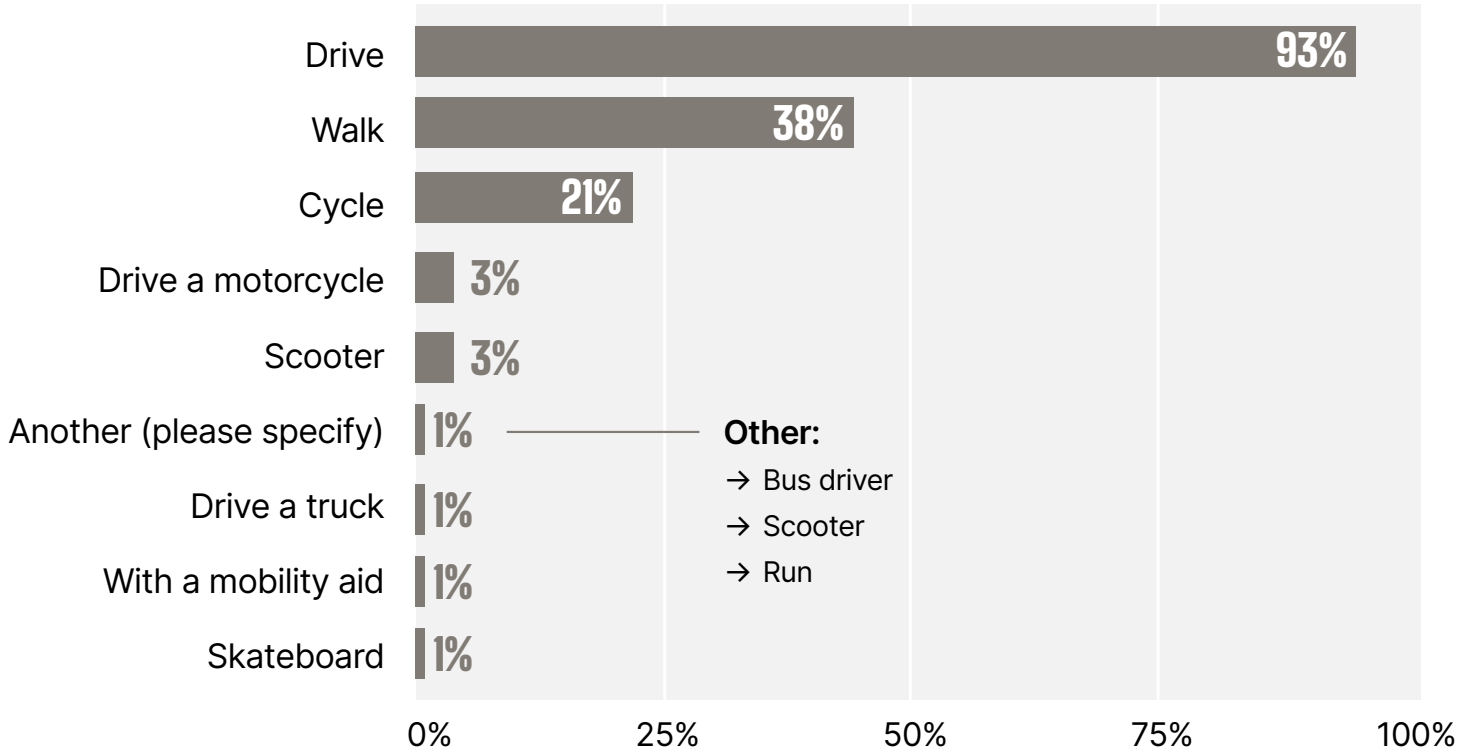
Survey respondents predominantly use Carlyle Street as a thoroughfare, for shopping, and mainly rely on motor vehicles for transportation in the area.

Typical use of Carlyle Street.



Survey respondents were asked to share their typical reason for using Carlyle Street.

Typical travel on Carlyle Street.



Survey respondents were asked to share the way they typical travel on Carlyle Street. Respondents could select multiple responses.



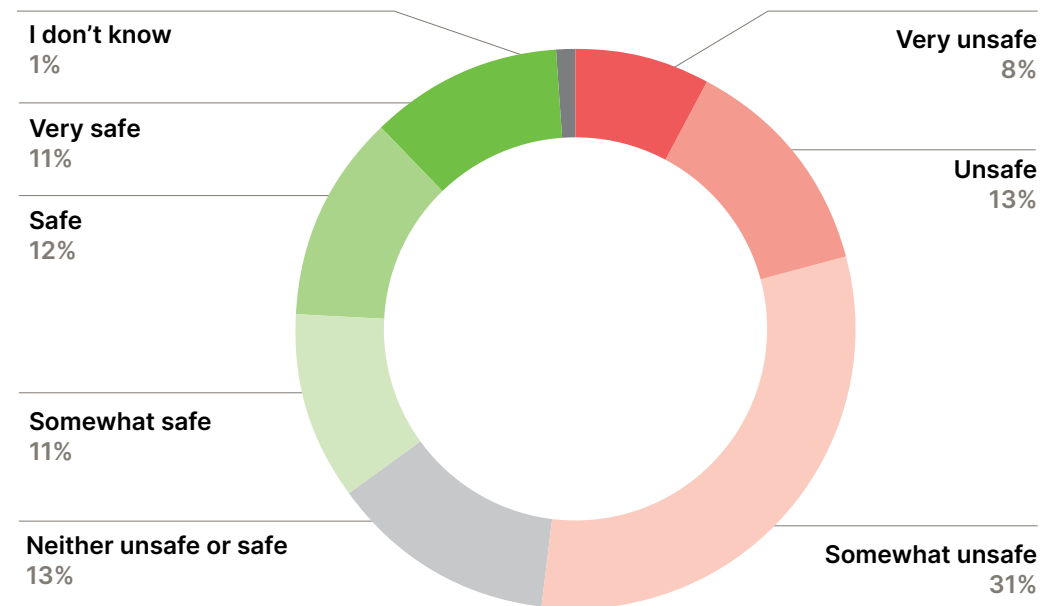
In comparison to the 2021 report, walking and cycling were found to be more common modes of travel in the area. The majority of survey participants lived within a 5km radius of Carlyle Street.

Safety Perceptions.

Among the three main user groups, motorists feel the safest when using the area, while cyclists feel the least safe. Cyclists are approximately 50% more likely than motorists to feel unsafe on Carlyle Street.



How unsafe or safe do you feel when you travel on Carlyle Street?



Survey respondents were asked how unsafe or safe they felt when travelling on Carlyle Street.

52% of all survey respondents expressed feeling a sense of unsafety when using Carlyle Street. This represents an increase of nearly 20% compared to the 2021 report. Interestingly, many of the individuals who said they felt 'safe' or 'very safe' (23%) were motorists and mentioned they still needed to navigate the street with caution. They often conveyed the sentiment that safety on Carlyle Street was dependent on 'good drivers' being able to react appropriately to the potential hazards.

The percentage of users who feel 'somewhat unsafe' to 'very unsafe' when using Carlyle Street across the three main modes.



Pedestrians

62%



Cyclists

79%



Motorists

51%

129%

The percentage of people who feel unsafe has significantly increased across all modes when compared to 2021 reporting, with the highest recorded against people walking in the area with a 129% increase.

65%

Women felt the least safe in the area with 65% feeling 'somewhat unsafe' to 'very unsafe'.



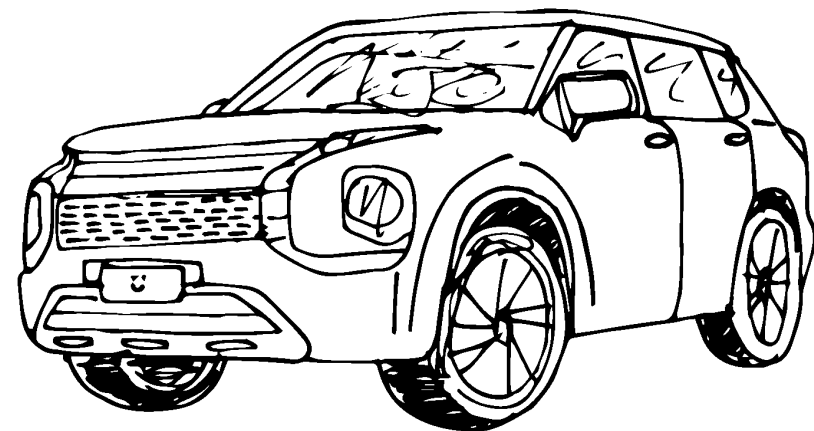
25%

Participants aged 35-44 were the highest represented demographic contributing 25% of people who felt unsafe using the area. This was followed closely by people aged 45-54 at 20%.

Safety Perceptions.

A lack of space for all user activities.

In-line with the 2021 report, participants expressed a prevailing sense of busyness, unpredictability, and lack of space when travelling in the area. The presence of parked cars and the challenges associated with turning and limited visibility of other users, coupled with the speed of traffic, exacerbated these sentiments and contributed to an overall unsafe experience. Participants often described Carlyle Street as narrow and visually distracting, making it difficult to maintain concentration and navigate the road with confidence.



Parked cars obstruct sight lines.

Participants often said they couldn't confidently move onto the street because their vision was obstructed by parked cars on either side of driveways, entry/exit points to businesses and at intersections, which made it hard to see approaching road users or for others to see them. Often the crowding of parked cars referred to were cited as cars belonging to the car sale yards or the result of non-angled parking and parking along both sides of the road. Many people also described illegal parking on yellow lines, with Faraday intersection commonly mentioned, described as making an already complex intersection harder to navigate.

A severe lack of dedicated crossing points.

Participants felt Carlyle Street did not prioritise pedestrian safety due to a lack of crossings. People felt nervous about using the existing crossing at Faraday due to the location at crossroads and its current design was considered ineffective. These people felt this crossing needed to be moved to a safer location with improved visibility for both pedestrians and motorists. It was also mentioned that the volume and speed of vehicles often didn't allow for a break in the traffic to find natural crossing points and those who used the crossing at Tennyson Street said they weren't given enough time. There was a particular concern for the lack of pedestrian safety from vulnerable road users, including students, people with children, prams and strollers and for elderly and physically disabled people, especially during peak hours.



Speed of traffic, non-compliant drivers and close calls.

Participants expressed the view that the current speed limit of 50km per hour was high for this area. They perceived motorists to be frequently exceeding the speed limit, which was reflected in the speed sample data (see page 16). This perception was attributed to the high density of activity in the area, as well as its proximity to education centres, schools, and the medical centre, which regularly serves elderly and disabled people. The inadequate street design and lack of pedestrian protection were identified as the key contributing factors to the speed concerns. Numerous participants shared accounts of witnessing or personally experiencing close calls while attempting to cross or cycle on Carlyle Street. Notably, two students were mentioned, one of whom was struck and injured while crossing the road towards Tennyson Street. Instances of motorists speeding or failing to stop at red lights or the pedestrian crossing were referenced multiple times by participants.

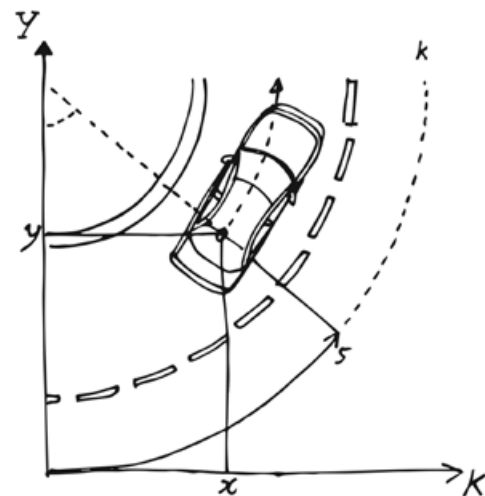
Safety Perceptions.

Risky conditions for cyclists.

Carlyle Street was considered unsafe for cyclists and other active modes due to a perceived lack of infrastructure appropriate for these users. Among survey respondents cyclists were the least likely to feel safe (79% stated they felt unsafe using Carlyle Street). Without a dedicated cycle lane, cyclists were concerned with people blindly opening car doors, the continuous and unpredictable movement of passing motorists and poor road surfaces caused by gravel, rubbish and potholes. Some participants said the footpath was also too narrow and cluttered with overhanging trees, signage and driveway activity to use as a safe alternative. People frequently commented on the connectivity of cycleways throughout Napier and thought there was an opportunity to link the wider city cycle infrastructure to the CBD.

Monitoring commercial use of public parking.

Many participants expressed the belief that the car yards along Carlyle Street should be closely monitored and subjected to appropriate penalties for parking commercial vehicles on the street. Participants cited that these cars would often remain parked throughout the entire day, every day of the week. As a result, several issues were identified, including limited parking space for the public, congestion, and obstructed visibility.



Road and pavement unsafe for high volumes.

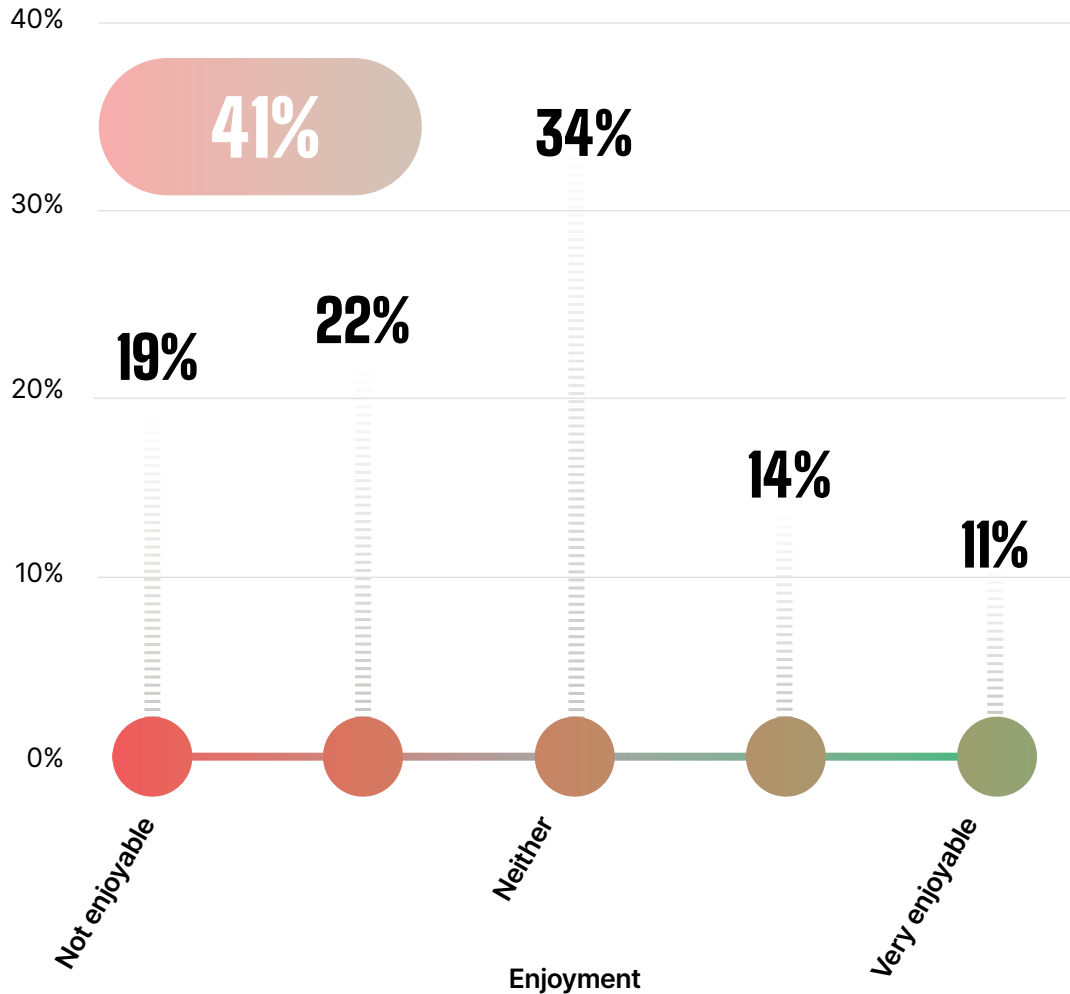
Pavement and road damage was a concern to many users and a barrier to safe use of Carlyle Street, particularly cyclists and parents, in one case a stroller got stuck when crossing the road near Countdown. In a walking workshop with students, the uneven footpath, excess of loose gravel and broken glass were recognised as safety hazards especially when using modes of transport which have smaller wheels.

Participants identified poorly defined curbs, particularly at the Faraday intersection, as a significant issue that impeded clear visibility of the road and curb boundaries. This lack of visibility was seen as a danger to both pedestrians waiting or stepping out to cross and vehicles navigating the Faraday intersection corner. The proximity of a dairy at this location, which is frequently visited by students, raised particular concerns regarding the safety of young people in the area.



The majority of survey respondents didn't enjoy spending time on Carlyle Street or viewed it primarily as a means to get somewhere else.

How would you rate your current level of enjoyment when spending time on Carlyle Street?



41%

of survey respondents stated that they didn't enjoy spending time on Carlyle Street



41% of survey respondents stated that they didn't enjoy spending time on Carlyle Street. Their reasons were often linked to negative perceptions of safety, inaccessibility of shops, lack of aesthetic appeal, and the area's poor functionality.

Following this, 34% of survey respondents reported finding Carlyle Street neither enjoyable nor unenjoyable, as they generally viewed it as a thoroughfare. This sentiment reflected a broader perspective among some respondents regarding Napier's transportation system, which they perceived as supporting car dependency due to fragmented infrastructure connectivity for active modes.

Among those who expressed higher enjoyment levels, some either saw no issue with Carlyle Street and utilised it as a means to reach the CBD, while others frequented shops and takeaways along the street. Over 90% of those who indicated a level of enjoyment using the area were drivers.

Survey participants recognised the potential to transform Carlyle Street into a more connected and inviting thoroughfare leading to the CBD. Many expressed a desire to walk or cycle along Carlyle Street more frequently if it were made more appealing and provided safer conditions for active transportation modes.

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Source: Carlyle Street benchmark survey May 2023 n=487

User Experience.

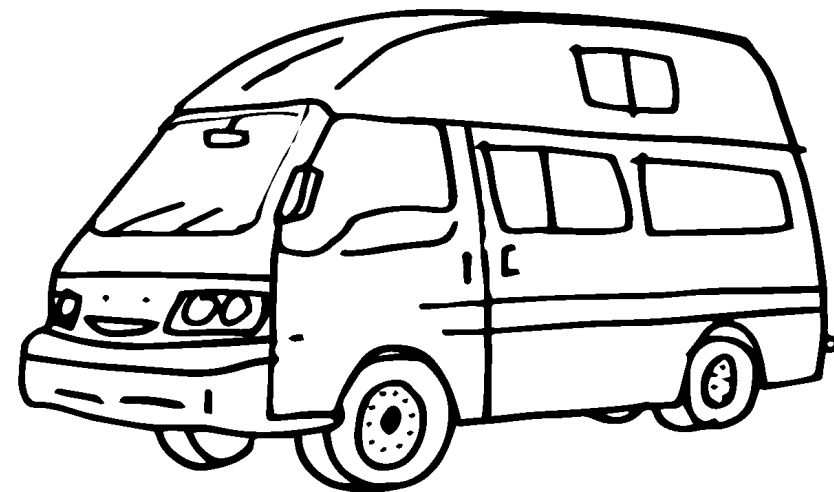
Parking viewed as inadequate.

Some participants noted an insufficiency of public parking space in relation to the amount of commercial activity in the area. This perceived lack of parking availability had an impact on people's decision to visit businesses along Carlyle Street on a given day, especially if they couldn't find parking in close proximity to their destination. The Carlyle Medical Centre specifically stood out as a parking concern, as it was recognised that many older and less physically able patients often struggled to find parking spaces near the entrance. Other participants believed there was a shortage of parking because they frequently experienced difficulty finding available spaces, and they attributed this issue to the occupation of parking spaces by car yards. Notably, these observations differed from the perspective of participants who advocated for a reduction in on-street parking for safety reasons and the construction of a nearby parking building.

Partner with mana whenua.

Carlyle Street, in particular the Municipal Reserve/Pukemokimoki, was known by some participants as an area of significance to Māori.

One person shared their knowledge of the history of Pukemokimoki, now known as the Municipal Reserve/Pukemokimoki, resulting from a personal research project. Their intention was to ensure mana whenua were going to be considered within this project. This person and others who acknowledged this history hoped that any development to this area would involve iwi consultation.



Enhancing Carlyle Street through prioritising people.

It was widely acknowledged by participants that the current design of Carlyle Street does not prioritise people. People thought that traffic calming initiatives and the creation of space would consequently make for a more relaxed and enjoyable experience and many participants felt that road and pavement improvements would make the street more attractive. Some people showed a desire to see beautification beyond this, such as pavement art, a showcase of Art Deco and tree plantings, although expressing this would need to be carefully thought out to avoid issues previously caused by planter boxes.

Some participants saw potential for the Municipal Reserve/Pukemokimoki to become a community space for people to spend time in, especially due to it neighbouring the kindergarten and a general lack of open space in this area. Students also noted there weren't places for them to enjoy, resulting in McDonalds becoming a meeting spot.



Soundbites.

User Experience and Safety Perceptions.

"When walking, there are so many cars and delivery vans crossing over the footpath to go up a driveway to access a shop. Some are in a hurry and often don't look for pedestrians."

"This street has literally every mode of transport on it at a huge capacity. It's a hub for shopping, including restaurants/fast food. When I drive down there all I can think of is my wife cycling down there to get to work and all it takes is a car pulling out to miss her."

"As a pedestrian there are no real safe options to walk the length of the street without crossing a dangerous crossing."

"Visibility at Carlyle/Faraday intersection very difficult mainly due to large SUVs parked for hours illegally on the yellow lines...with seemingly no policing as it a constant problem."

"Using Carlyle street feels like a pressure cooker...drivers are often forced to make quick unsafe decisions based upon the unforgiving nature of the street... It is a generally unwalkable space."

"Near miss cycling to work when a parked car opened their door. Never biked again down Carlyle."

"I try to avoid it as I experience near misses on a regular basis."

"I have no problem with driving up or down Carlyle St. It is a busy street with lots of business entrances and distractions. With that in mind I drive at a speed that is safe."

"You can hardly see the cars due to parked cars on the road. I try to avoid turning right, even though it is the shortest way home."

"I think people spend the very minimum of time necessary in Carlyle St despite the street being full of places to eat and shop. Shopping or passing through makes for an unpleasant, rushed and anxiety-filled experience."

Experience and Perceptions of Carlyle Street from Young People.

This page presents the findings from a workshop with 8 students from Napier Intermediate.

Students expressed concern about the general environment of Carlyle Street.

Many found the Carlyle Street and Thackeray Street area unpleasant due to the noise, lack of green space and trees and rubbish along the street, including glass which created safety hazards. Some students who didn't regularly use this area said this was one reason their parents were hesitant to let them walk to and from school, along with traffic safety concerns and potential footpath interactions with other street users.

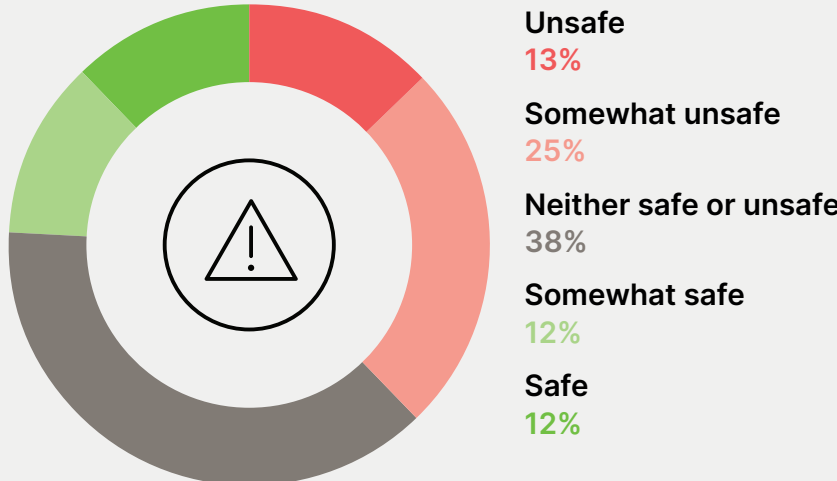
38% of students said they felt 'Neither safe or unsafe.'

Some students mentioned they felt there were a lot of pedestrian crossings between Thackeray and Carlyle Street and appreciated when cars stopped for them to cross. It was noted by some participants that this wasn't always the case, naming visibility issues where drivers didn't notice them waiting, unless it was before or after school when there were larger groups of students. It was known that many students used these crossings to get to the dairy at the Faraday intersection, as well as getting to and from school.

Equally, 38% of students said they felt unsafe using Carlyle Street.

In-line with the stakeholder workshops and survey responses, students believed there to be little protection for people using active modes of transport, noticing there wasn't a lot of safety signage for pedestrians and no space or cycle lane for students who bike to school. Two students relayed their experiences of being hit by a vehicle and a close call crossing the road at the Tennyson end of Carlyle Street.

How unsafe or safe do you think it is for students walking, biking skating or scootering to and from school?



Suggested changes from young people:

- Wider footpaths
- Controlled pedestrian crossings with lights
- More trees and spaces to for students to gather/relax
- Rubbish bins to combat perceived littering
- Bike lanes with a barrier to protect users from traffic



- “The crossing and how there’s so much business and it’s really loud and busy.”
– From a student about what they don’t like.
- “Because in the morning it’s safe but afternoon it’s not.”
– From a student about why they feel neither safe or unsafe, referring to drop off/pick up time.
- “There’s barely any architecture or trees. Basically not even decorated, also a lot of rocks and glass sprinkled all around.”

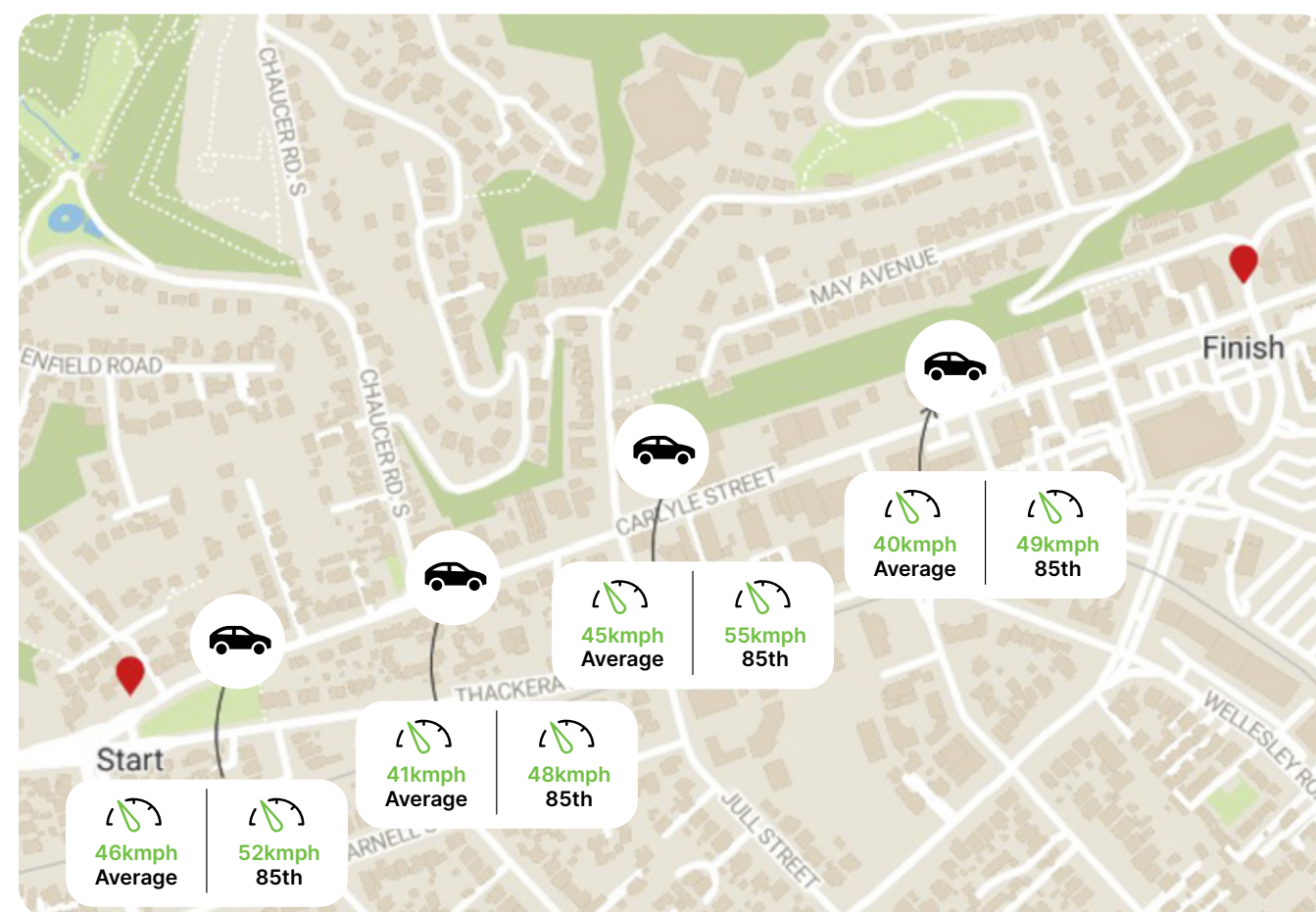
Source: Carlyle Street Student workshop

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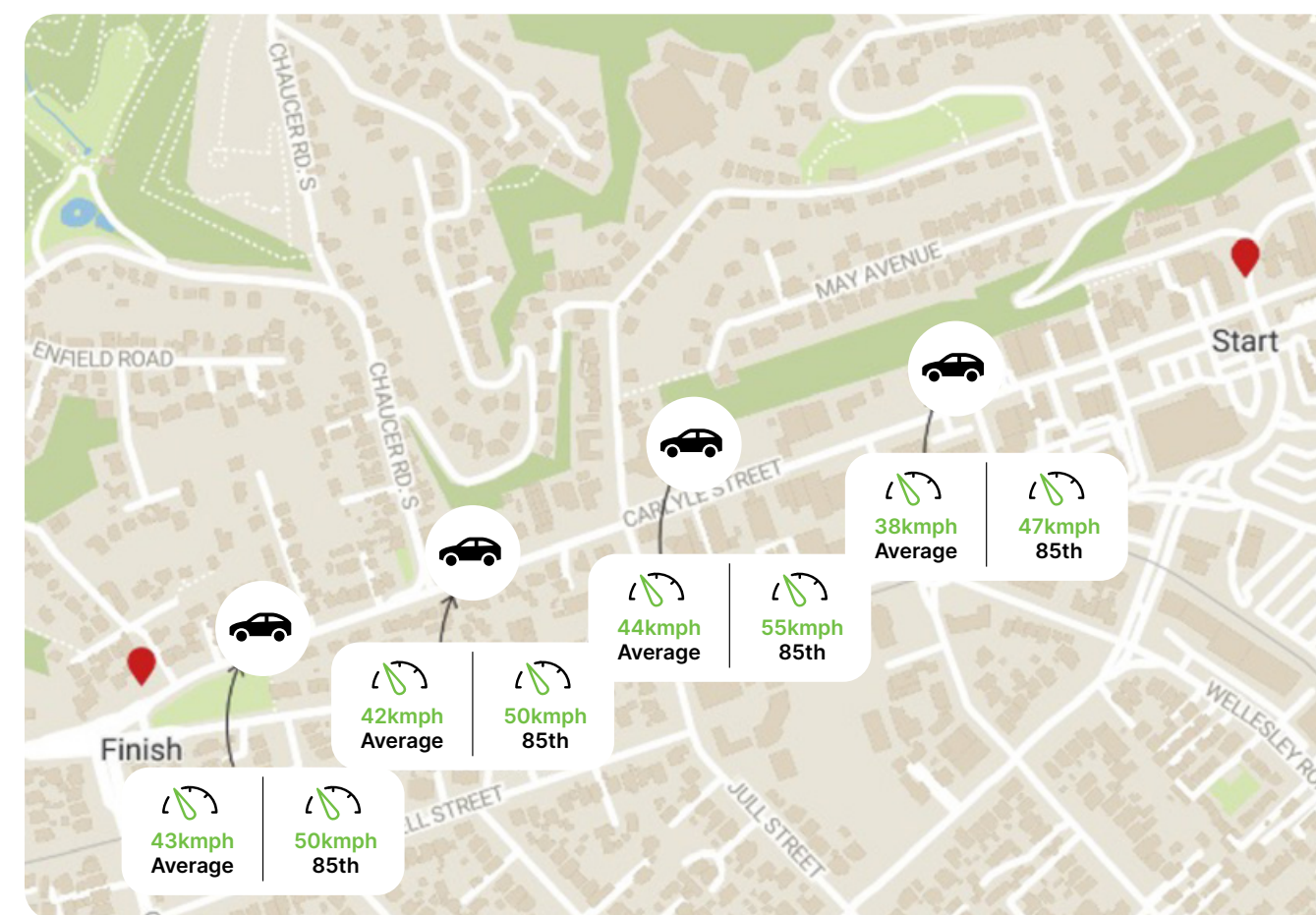
In addition to the broader concerns about speeding vehicles, the benchmark speed samples provide evidence of speeding in certain areas.

There was little difference in the speed of vehicles entering or exiting Carlyle Street. In both traffic directions, the area in close proximity to the Faraday Street intersection experienced the highest speeds, with the 85th percentile exceeding the speed limit by 5km (55 km per hour). This data reinforces the wider feedback around the speed of vehicles and safety concerns in the Faraday intersection area.

Entering Carlyle (West)



Exiting Carlyle (West)



The 85th percentile speed refers to the speed at or below which 85 percent of drivers are traveling at each specific section of road.



Findings. Suggested Changes for Carlyle Street.

This section presents changes for Carlyle Street suggested by users and stakeholders.



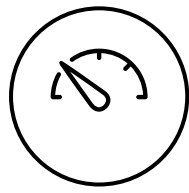
Summary of most prevalent suggested changes for Carlyle Street.

This map is a visual summary of key themes identified across the workshops and survey.



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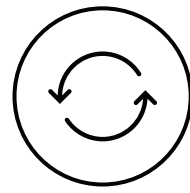
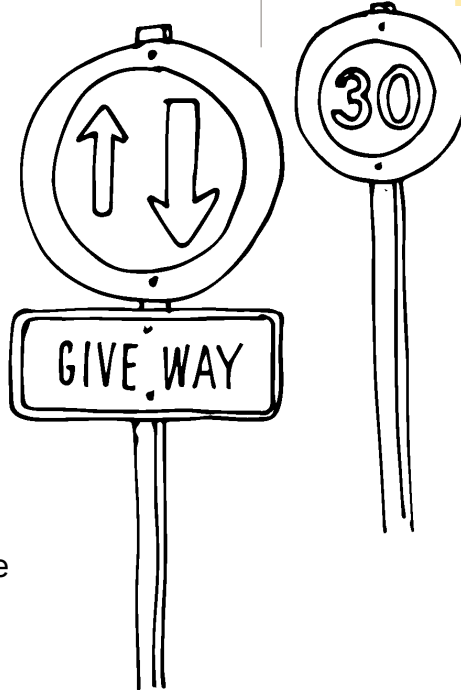
Suggested Changes for Carlyle Street.



Speed limit reduction.

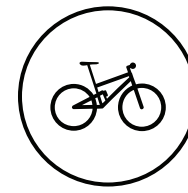
30km/h was the most frequently recommended speed for this area.

Other commonly suggested traffic calming infrastructure included speed bumps and the incorporation of plantings or greenery to enhance the street's appeal for active modes of transportation. It was emphasised that the placement of any greenery should be strategic to avoid contributing to visual clutter, unlike the previous planter boxes. Some participants expressed the belief that roundabouts would be more effective than speed bumps in achieving the desired outcomes.



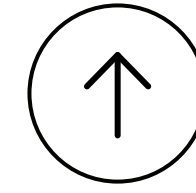
Roundabouts at key intersections.

Faraday intersection was a key site of reference for participants and a roundabout at this intersection was suggested to alleviate safety concerns here and ease traffic congestion for the rest of the street. People also thought the design of the intersection at Thackeray/Carlyle needed upgrading, or alternatively an added roundabout. To a much lesser extent, some people wanted to see a roundabout at Chaucer intersection as they perceived this area to be most problematic.



Cycle infrastructure.

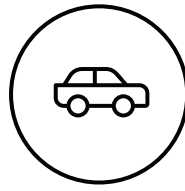
Carlyle Street was widely recognised as unsafe for cyclists and this theme is consistent with the 2021 reporting. Common design suggestions for cycle infrastructure included a separated lane between the footpath and parked vehicles to lessen the chance of injuries caused by car doors and traffic movement, and a lane that fed into a wider cycle plan connecting Carlyle Street to the CBD as well as beyond Hyderabad Road.



Make Carlyle Street one-way into the CBD.

A significant number of participants expressed their desire for Carlyle Street to become a one-way street, with most suggesting it should be in the direction towards the CBD and potentially one-way out of the CBD via Thackeray Street. The rationale behind this suggestion was to facilitate improvements in cycle lanes, pedestrian pathways, and parking access, while simultaneously reducing congestion and the overall chaotic atmosphere of the street. Participants highlighted the need to carefully consider the potential increase in traffic on Thackeray Street as a result of implementing traffic calming measures on Carlyle Street. This consideration was often emphasised due to the proximity of Napier Intermediate.

Suggested Changes for Carlyle Street.



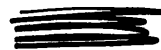
Rethink on-street parking.

Many participants saw on-street parking the cause of visibility issues for all users but particularly for drivers. These people wanted to see reduced on-street parking in specific areas such as the top of driveways, at business entry/exit points and near intersection corners. Some participants thought that parking could be reduced to one side of the street, and/or angled to create more space. Many participants thought the construction of a parking building would be a useful addition to the area which would improve parking availabilities, especially for people who frequented shops and the medical centre and for people who work in the area.



More and improved pedestrian crossing points.

The key locations participants mentioned for added crossing points were near the kindergarten and medical centre which are frequented by more vulnerable users. People thought the better outcome for the existing crossing at Faraday was for it to be moved to a safe location between Faraday and Tennyson streets. This crossing was seen as insufficient and in need of traffic light controls or raised beds and medians for better visibility and protection of pedestrians.



Placemaking.

A lesser theme among stakeholder workshops and survey respondents but a prominent one for students was around placemaking. Many thought Carlyle Street lacked the Art Deco character of the CBD. People wanted public spaces to 'just be', such as a playground in the Municipal Reserve/Pukemokimoki, as well as seating and trees for shade and beautification. Other suggestions were around placemaking to reflect Te Ao Māori, such as pavement design. The pavement along the Ōtākaro/Avon River in Christchurch was mentioned as a successful example of this.



Soundbites.

Suggested Changes for Carlyle Street.

“The large number of car sales make the crowding in the street worse, be good if they could all relocate out to a less central area.”

“Create a large public parking space for local businesses to decrease the volume of cars on that specific road. When turning on this street from any of commercial properties - you can't see upcoming traffic at all because of the on-road parked cars.”

“No parking allowed on the main road during peak hours like what Auckland did with Hobson street during peak hours.”

“I would like to see this piece of work being part of a wider safer and active transport review for Napier CBD. Rather than a focus just on improving Carlyle, see this street as part of a wider strategy managing traffic into and out of Napier in a more integrated way.”

“Start from the guiding principal of people NOT cars. Design a space that is human-centric and encourages people to want to spend time there.”

“Good side walk pedestrian paths and cycle lanes, not just good but attractive so people want to go there.”

“If driving with my toddler, I hate turning into Carlyle St from Chaucer or Faraday Streets, especially if distracted by a grizzling child.”

“Town planners also need to look at how we can get away from the americanised giant car parks and focus on walking, cycling and public transport.”

“On a hot summer day, basically no shade. In winter, no shelter. Nothing along that street to make it enjoyable. Even adding a nice sitting area and fenced off play area in the green patch on the corner could improve the street!”

“Acknowledgment of the area's history by incorporating artistic and cultural elements.”



Summary and Next Steps.

This section summarizes the findings of this research and recommendations for next steps.



Summary and Next Steps.

The benchmark research phase of this project has revealed clear themes that are in-line with many of the findings from the 2021 report. Participants expressed concerns about the busy nature of the area being exacerbated by limited space and speeding vehicles on Carlyle Street. This sentiment was particularly prevalent among those who use active modes of transportation.

Feedback indicates that safety concerns have increased in the past two years, and people expressed a strong desire for infrastructure changes to address this, such as the implementation of more and improved crossing points, roundabouts, and initiatives to enhance visibility. Overall, the area is perceived as unsafe for cycling, and there is a strong call for initiatives that prioritise the protection of active modes.

Participants also demonstrated an interest in learning more about the history of the area, with some individuals sharing their knowledge of its significance to Māori. There was a general sentiment that the Municipal Reserve/Pukemokimoki, while recognised for its potential, was currently underutilised. Participants acknowledged the importance of mana whenua and iwi leading the discussion for the future of the park.

Regarding the project process, participants expressed comfort with the idea of trialing changes in the area. The majority of participants showed enthusiasm for continuing to share their perspectives and remain involved as the project progresses.

Next Steps →



July - December 2023:

Changes trialled and adjustments made.



July - December 2023:

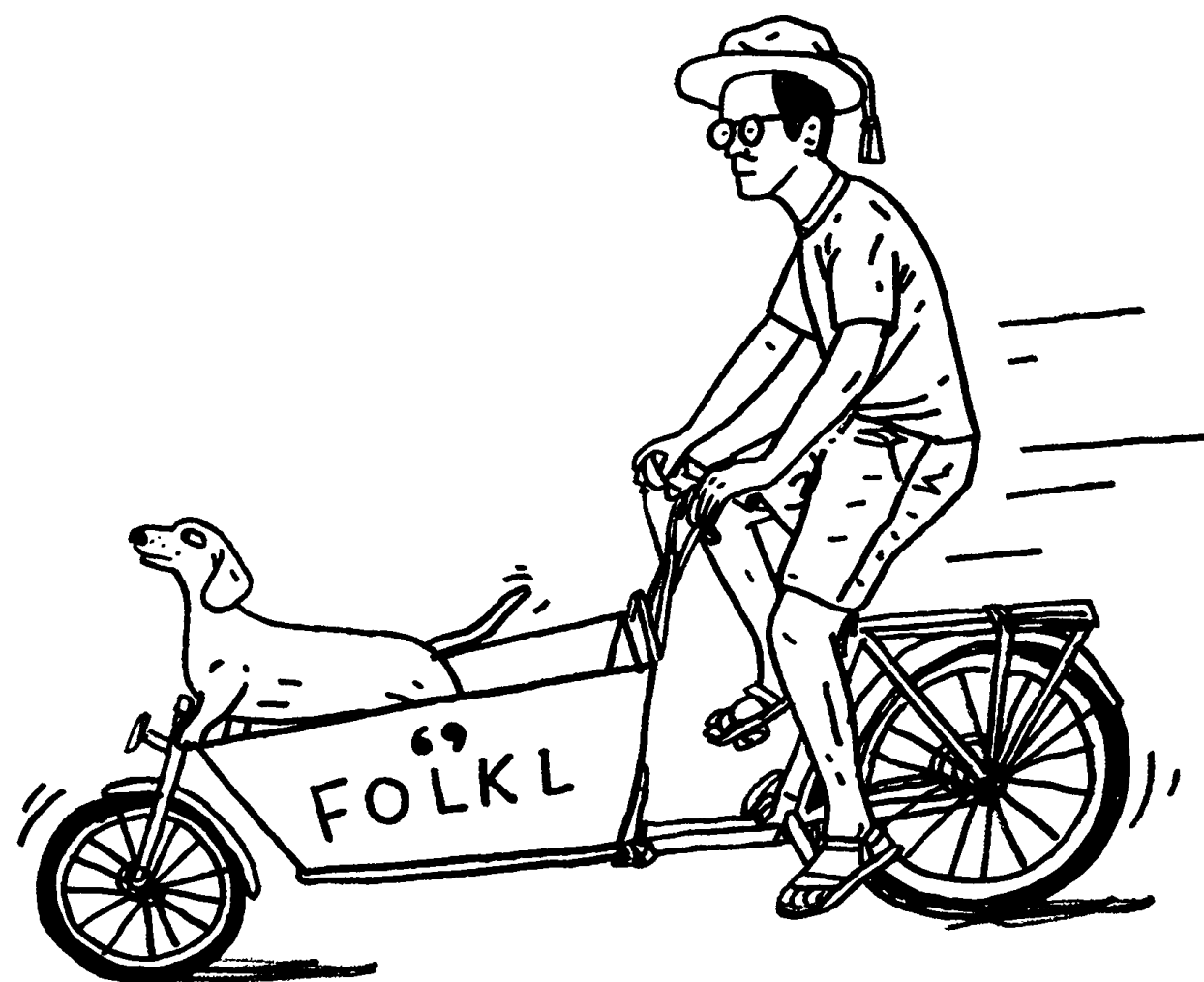
Monitoring and Evaluation of changes as required



December 2023:

Final report and recommendations for permanent changes.

Ngā mihi
Thank you.





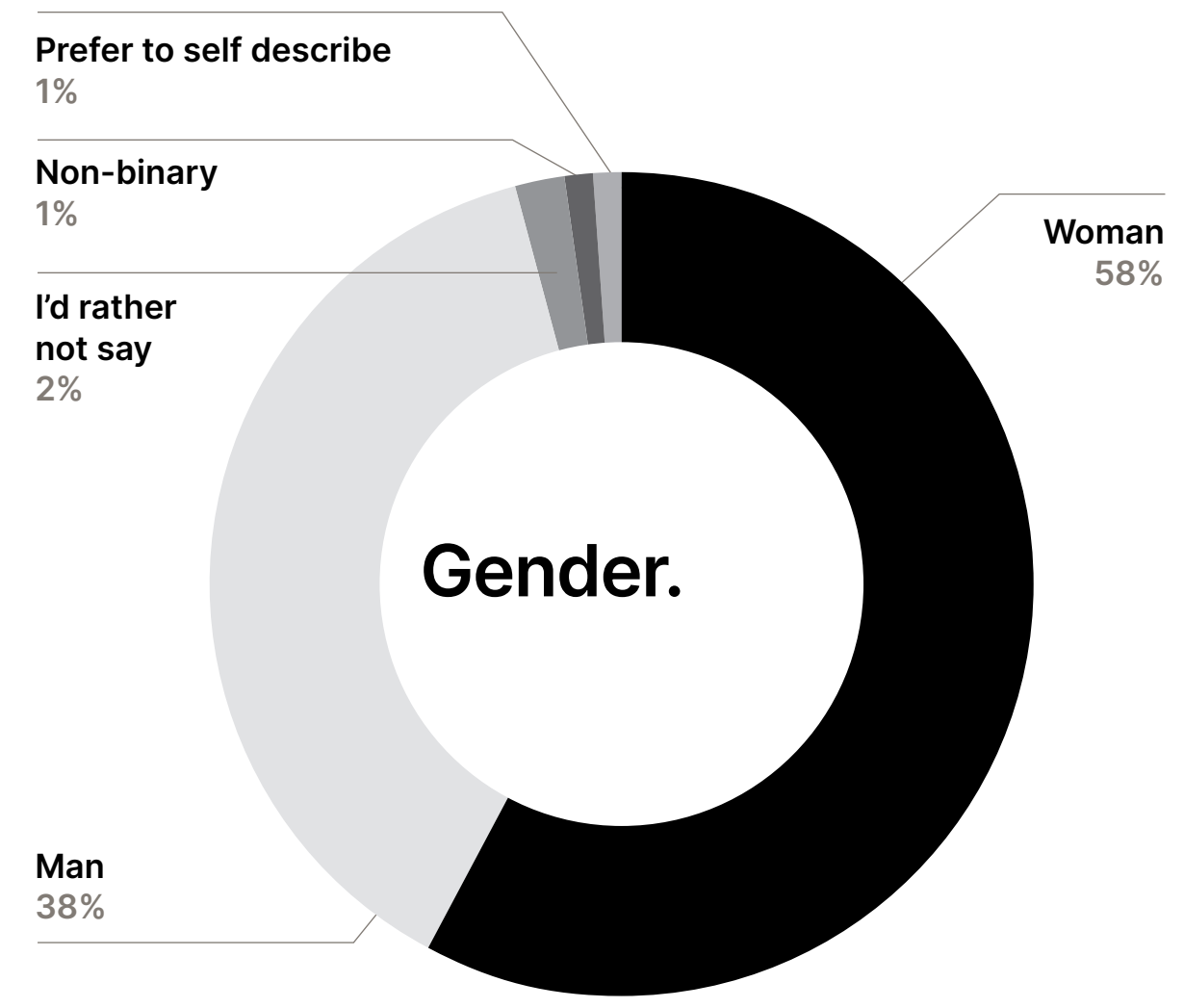
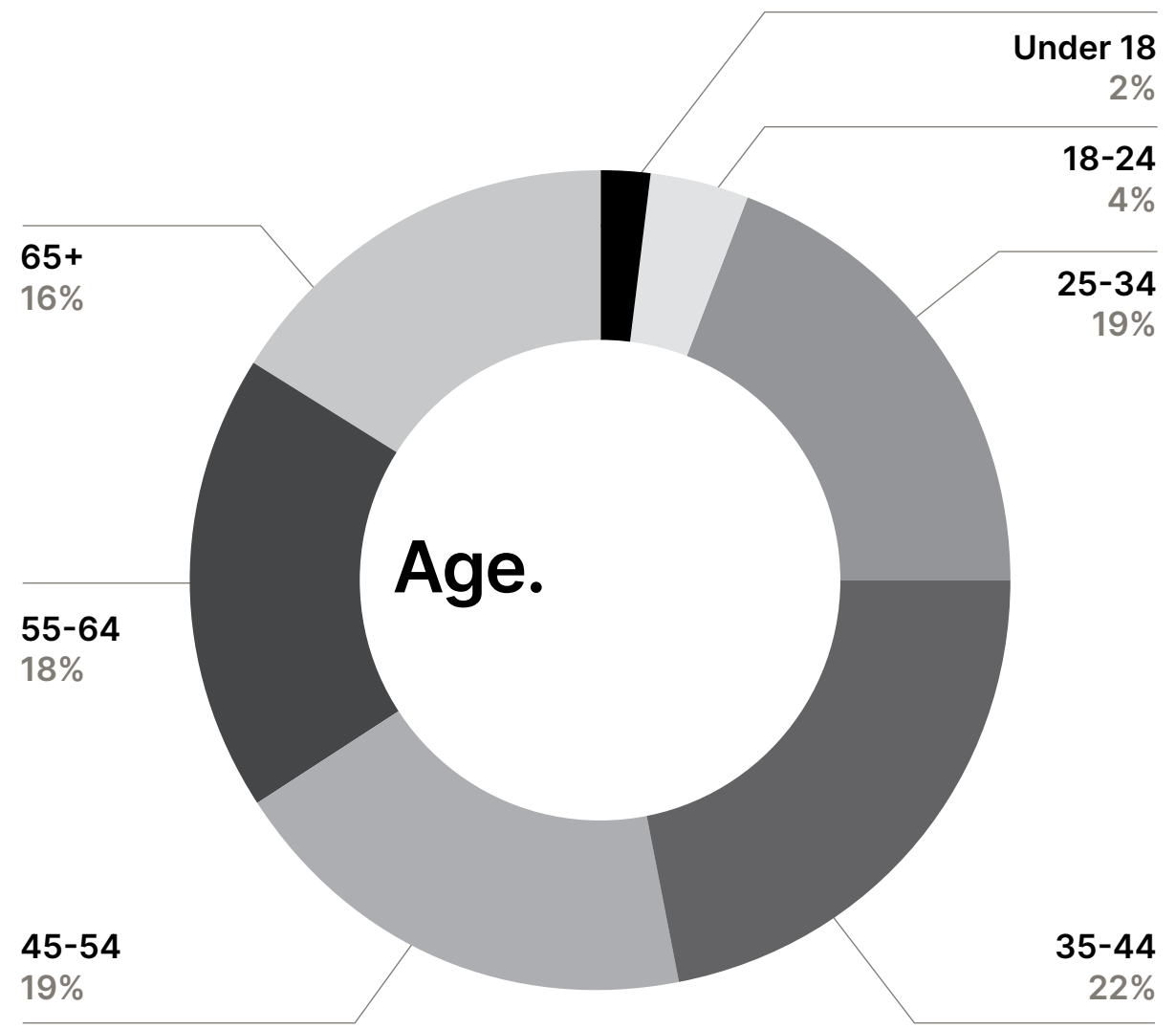
Appendix.



F O L K L

FOLKL: PROPRIETARY AND CONFIDENTIAL

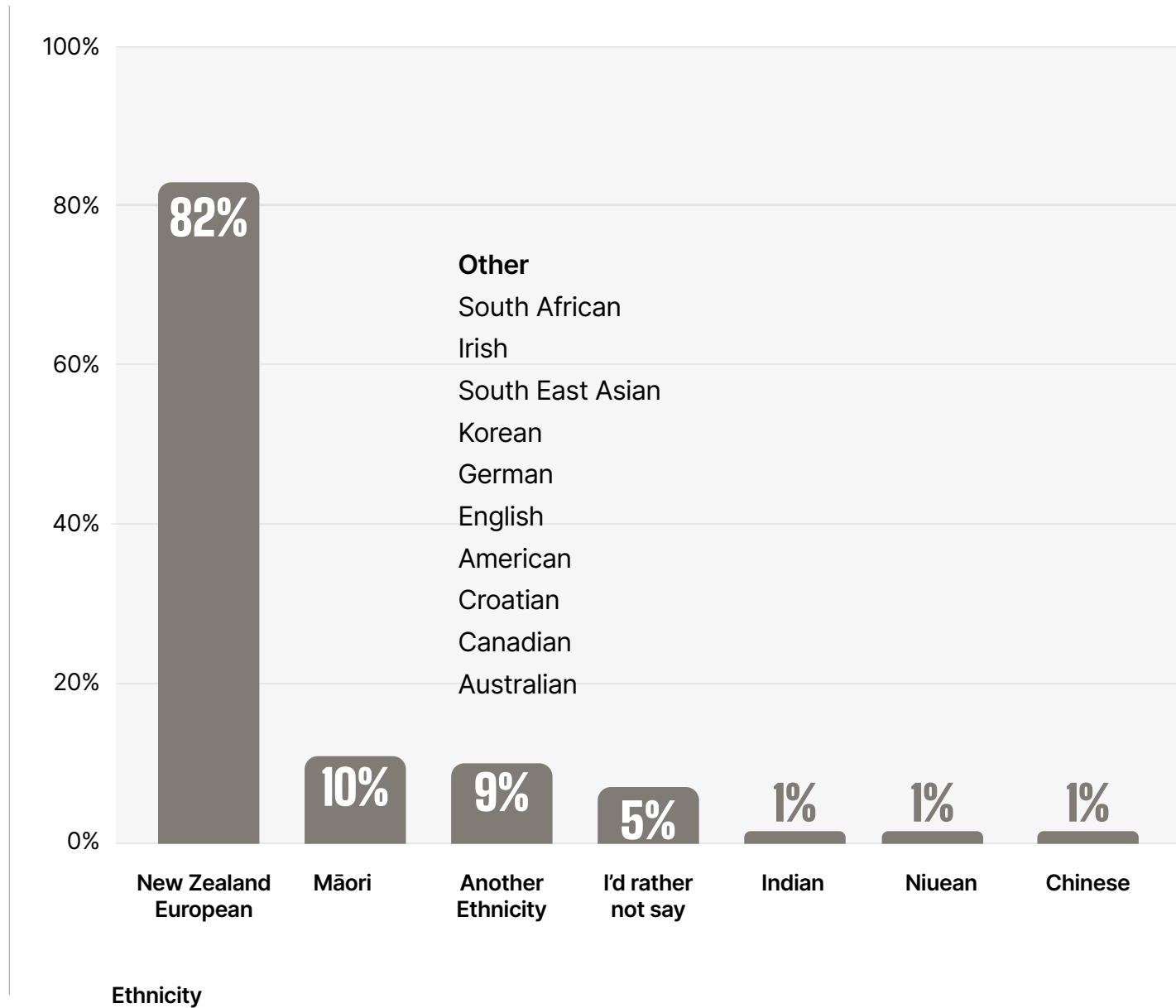
Participant Demographics.



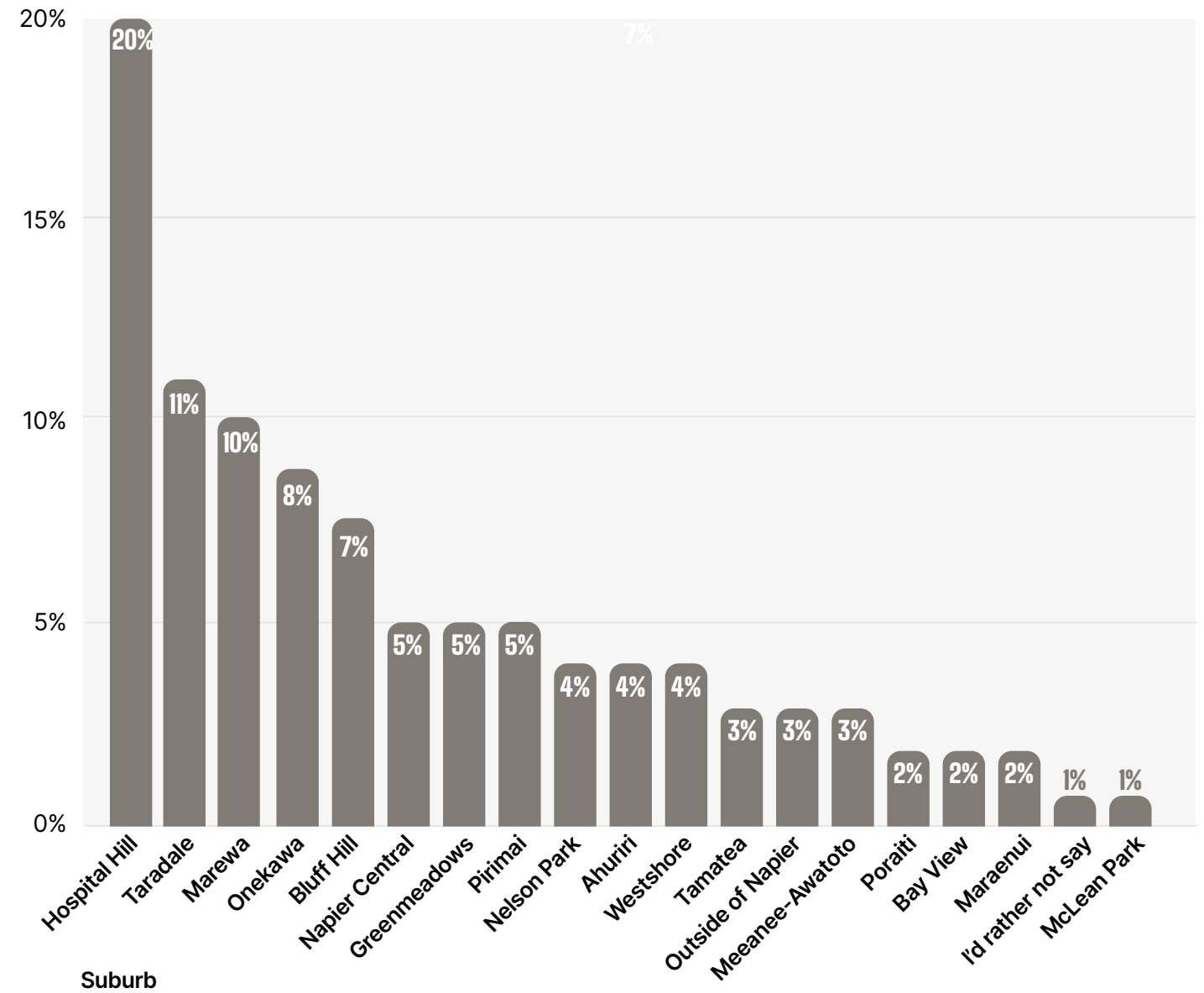
FOLKL: PROPRIETARY AND CONFIDENTIAL

Participant Demographics.

Ethnicity.



Suburb that participant currently lives in.



FOLKL: PROPRIETARY AND CONFIDENTIAL



F O L K L